

6

Land Use Guide Plan

Introduction

The West Saint Paul Land Use Guide Plan is an effort to optimize the variety of social, economic and environmental forces at work in the City. The Plan is multi-faceted in that it needs to meet regional, state and county standards; coordinate with adjacent municipal, watershed and government agency plans; balance competing forces of development, environment, private citizen and community wide needs; and serve as a principal local decision making tool.

In order to accomplish this broad range of activities, the City has developed guidelines for local development, enacted protective regulations for environmentally sensitive lands, completed studies and plans for future transportation and utility needs, and made a commitment to become an active participant in shaping the growth of the community.

The Plan recognizes certain trends and eventualities:

- West Saint Paul is a fully developed community
- Growth outside the City is placing increased demands on transportation facilities and City services
- The City's highest priorities are redevelopment and maintenance of existing facilities

The Plan is built on a series of priorities that evolved through public participation and issue development. These basic Plan tenets are:

- Expand local opportunities of commerce and industry
- Expand housing opportunities
- Empower the local community to control its future
- Diversify the local tax base
- Utilize in-place infrastructure and systems whenever possible

The City is continually in the process of updating its plans and programming to coincide with regional dynamics. These include:

- Comprehensive Land Use Guide Plan
- Robert Street "Renaissance" Plan



- MSA Street System Plan
- Revised Comprehensive Sewer System Plan
- Transportation Study
- Comprehensive Stormwater Management Plan

The Comprehensive Land Use Guide Plan will function to define the relationship of natural resources and land use development decisions as well as coordinate with zoning laws and other regulations to provide logical, efficient and effective decision making. The Plan is also an intergovernmental document, coordinating West Saint Paul's plans with regional, county and adjacent municipal planning activities.

6.1 General Land Use

The Land Use Guide Plan map is projected to 2030. The map is very similar to the previous comprehensive land use plan map. The map clearly defines the preferred future development pattern for the City.

West Saint Paul's Land Use Guide Plan for the next two decades retains the land use categories and locations currently identified in the City's zoning map. Robert Street is anticipated to remain the commercial backbone of the community. The remainder of the City is intended to remain a diverse community of mixed housing opportunities, employment, commerce, and recreation. Municipal efforts will focus on maintenance of existing infrastructure and redevelopment of segments of the City as needed. The table below illustrates the nine land use categories and their forecasted changes in 5-year stages, including their density ranges and net acres.

TABLE 16 - FUTURE LAND USE, 2030

LAND USE TABLE IN 5-YEAR STAGES

Existing and Planned Land Use Table (in acres)

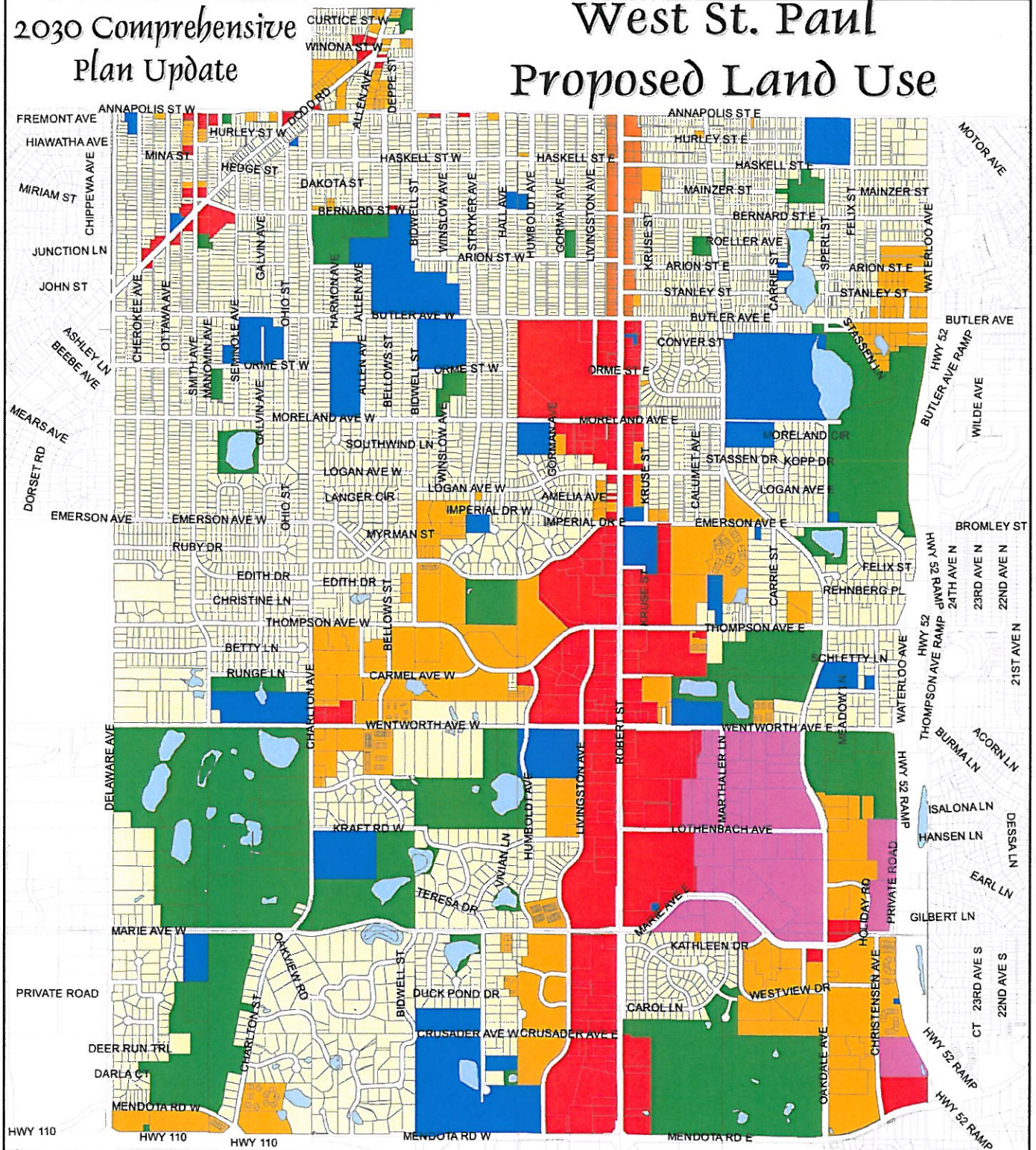
Within Urban Service Area	Allowed Density Range Housing Units/Acre		Existing (2000)	2010	2015	2020	2025	2030	Change 2000-2030
	Minimum	Maximum							
Residential									
Single Family Residential	1	6	1231	1228	1224	1220	1220	1220	-11
Multi Family Residential	7	46	289	276	279	284	284	290	+1
C/I Land Uses	Est. Employees/Acre								
Commercial			300	281	274	269	269	264	-36
Industrial			82	102	105	107	107	107	+25
Mixed Use*			0	2	7	12	15	17	+17
Public/Semi Public Land Uses									
Public/Semipublic			194	215	215	212	212	210	+16
Parks and Recreation			398	398	401	401	401	401	+3
Open Space (Inc. wetlands & water)			94	101	98	98	95	94	0
Roadway Rights of Way			620	605	605	605	605	605	-15
Total			3208	3208	3208	3208	3208	3208	0

Please Note: West St. Paul is considered a “developed” community. The land use categories that would generate new employment or housing would be a result of redevelopment initiatives. The number of housing units and jobs generated will depend on the redevelopment site, use and density. The timing of redevelopment will be market driven.

* The assumed ratio for the 17 acre Mixed-Use district is 50% commercial and 50% residential (15 to 30 units per acre).

2030 Comprehensive Plan Update

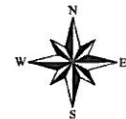
West St. Paul Proposed Land Use



LEGEND

- | | |
|---------------|----------------------|
| SINGLE FAMILY | INDUSTRIAL |
| MULTI-FAMILY | PARKS AND RECREATION |
| MIXED USE | PUBLIC / SEMIPUBLIC |
| COMMERCIAL | WATER |

0 0.25 0.5 1
Miles



**LOUCKS
ASSOCIATES**

Source: Dakota County Parcels Map

6.2 Residential

Description of Planned Residential Land Uses:

Single Family: Lots or parcels of five acres or less containing single family detached housing. May include some two-family homes, and open space within or adjacent to a related residential development. Densities of 1-6 units per acre is forecasted.

Multi-Family: Lots or parcels containing multiple dwelling units; including triplexes, quadhomes, townhomes, apartments, condominiums, senior housing, and manufactured housing. Densities of 7-46 units per acre is forecasted.

The Land Use Guide Plan map shows existing and proposed locations of single family and multiple family housing in the City. The existing zoning ordinance and map establishes a more detailed geographic housing breakdown including one family housing, two family housing, townhouse and multiple family housing. Within these categories, a density range is also established according to three geographic areas of the City northern one third, southwest, and the remainder.

Housing

The northern one-third of the City is laid out as an extension of the Saint Paul rectangular grid street system. Common platted lot width is 40 feet, but most homes occupy at least one and one-half to two lots. Historic development of the City generally proceeded from north to south as sewer services became available. The curvilinear street pattern and larger lot sizes common to post 1950 development are apparent within the southern two thirds of the City.

Two major concentrations of multiple family housing exist in the central and southeast parts of the City. Most of the approximately 3000 multiple family housing units are located in these two areas, and as a result, these areas have a strong image/identity as "apartment city" neighborhoods. The central area contains 925 multiple family units while the southeast neighborhood contains 1235. Together, these two areas hold 73 percent of the City's townhouse/ apartment housing inventory.

1. The 2000 census reveals household size in West Saint Paul was 2.20 persons per household (pph). This average is lower than Saint Paul's average of 2.48 pph and Dakota County's of 2.67 pph. West Saint Paul's low per person household average is due to the high percentage of multifamily dwellings. West Saint Paul has a relatively high share of one person households and a correspondingly lower share of households with children.

2. Approximately 800 housing units, about 10 percent of the City's total housing, were built prior to 1940. West Saint Paul has a very high proportion of retired persons compared to other suburban areas. The limited vacant land, development costs and market demand will likely produce more senior and attached housing over the years to come.

The 2000 census found 58% of the occupied housing units were owner occupied. The remaining 42% are rental properties. 53% of the total housing units are single family detached homes. Comparatively, Dakota County has a 78% rate of owner occupied housing. The 1,075 housing units built in the City in the 1980s were 50% owner occupied.

Housing growth during the 1970's and 1980's averaged about 100 new units per year. By the 1990s, the new developable land area had diminished, and new single family development had slowed. Only 36 new single family homes were built between 2000 and 2007, and 14 of these were demolition replacements through the Housing Replacement Program. Since 2000, 230 condominiums and over 50 twin/townhomes were built. Many of the units were built at the maximum density of 35 units per acre. These new units are above the City average in cost and medium density.

Existing residential zoning, together with proposed zoning changes as described in the Land Use Plan, will result in 280 additional units to a total of 9600 housing units. Thus, West Saint Paul is currently developed to 97 percent of its ultimate housing potential barring any future amendments.

Year	1970	1980	1990	2000	2007
Total Units	6513	7685	8767	9025	9320

The approximately 9320 total housing units are located on 1504 acres of land for an overall residential density of 6.2 units per net residential acre (excluding local streets). This is up from 5.9 units per acre estimated 10 years ago in 1998. Specific densities by area and by housing type vary greatly. One and two family housing areas range from 1 units per acre in the south central area, which has no central sewer service, to 7 units per acre in the older northeast part of the City. Most of the walkup garden apartments were developed at a density of 18 to 21 units per acre with some condominium developments up to 35 units per acre. Townhouse developments exist at a density ranging from 5 to 7 units per acre.

Housing Cost and Rental Ranges

The 2000 median home value in the City was \$124,100. Dakota County's median was \$152,400, 23% higher in value. In 2000, the median rent level in West Saint Paul was \$621 per month. This rate was lower than the Dakota County median of \$722 per month. The 2000 owner occupied

vacancy rate was 0.6 percent. The rental housing vacancy rate was 1.0 percent. Current vacancy rates are higher for both categories.

Housing Plan

The Comprehensive Plan provides for approximately 280 new housing units to be constructed on land currently slated for redevelopment as well as other undeveloped land in West Saint Paul. It is estimated that this will occur at an average gross residential density of about 6 units per acre.

Housing policies and plans are intended to enable the City to be a “life cycle housing” City within the requirements of the Metropolitan Livable Communities Act. The components of the City’s life cycle housing include providing sufficient affordable housing, encouraging a diverse stock of housing types, and supporting residential and commercial land use and development planning that provides affordable housing that is accessible to employment, recreation and services. Because West Saint Paul is a fully developed, first ring suburb, changes in housing characteristics can only be accomplished through redevelopment.

Plan proposals include:

1. Updating the 2000 census data on housing to determine current and future housing needs and to provide a sound basis for housing policies and implementation.
2. Establishing goals for future housing needs.
3. Continue to integrate housing with commercial in the new mixed use area along Robert Street, north of Butler Avenue.
4. Creating policies to guide housing decisions, which include:
 - Increasing the density of housing along arterial and collector streets and in mixed use development subareas.
 - Providing for a more diverse housing stock by promoting development and infill of single family, attached housing and other alternative types including senior housing.
 - Upgrading the existing housing stock by scattered site clearance, new construction and remodeling programs to encourage and support rehabilitation and upgrading of the existing housing stock of all types and values.
 - Encouraging development of housing units to serve special populations.
 - Supporting attractive, stable neighborhoods through strong housing code enforcement, rental licensing program, good public facilities and services, rehabilitation and replacement construction incentives and active neighborhood resident organizations.

- Reviewing zoning, site planning, platting and building regulations in order to provide flexibility and appropriate municipal decisions.

West Saint Paul is currently involved in several measures to implement the Housing Plan. The Dakota County CDA is the primary vehicle for supplying subsidized housing, new and existing, within the City.

The following is a list of how West Saint Paul has effectively provided housing for low and moderate income persons through programs administered by the Dakota County CDA:

1. Participated in the subsidized housing programs for leasing existing housing or other federally subsidized housing programs.
2. Facilitated low and moderate income housing activities through Dakota County CDA.
3. Used state housing finance agency programs through Dakota County CDA, both loan and grant programs.
4. Used Community Development funds to write down land for the construction of low income family housing.
5. Participated in the construction of senior housing facilities.
6. West Saint Paul has also promoted programs for housing rehabilitation and neighborhood preservation. Some of the ways West Saint Paul has dealt with housing maintenance include:
 - a. Established a Quality Housing Plan to promote the on-going revitalization of residential neighborhoods.
 - b. Adopted housing maintenance code and enforcement procedures.
 - c. Implemented the PACE/CASE inspection programs for proactive code enforcement.
 - d. Participated in the Minnesota Housing Finance Agency's rehabilitation loan and grant programs through Dakota County CDA.
 - e. Approved a rehabilitation or development program through Dakota County CDA.
 - f. Targeted scattered site housing opportunities through the Housing Replacement Program.
 - g. Utilized federal rehabilitation loan programs including use of Community Development funds and the 312 loan program.
 - h. Established a Rental Dwelling Ordinance requiring all single and multi-family rental property to obtain a yearly rental license and complete a background check and inspection of the property.

- i. Participated in the Dakota County CDA rental rehabilitation program.
- j. Implement an Exterior Housing Mini-Grant and Property Recognition Program to promote and sustain quality housing.

Rehabilitation

The City of West Saint Paul encourages the preservation of its existing neighborhoods by any means possible including rehabilitation of existing housing currently in deteriorated condition.

The City of West Saint Paul supports the provision of low interest loans and grants for rehabilitating deficient owner-occupied and rental housing provided the potential recipients meet eligibility requirements for low and moderate income households.

It is clear that West Saint Paul is committed to providing housing or housing opportunities for its residents according to their particular needs. In recent years the City has become deeply involved in supplying appropriate housing, and it has undertaken a variety of programs and efforts in that regard. The process of redevelopment and rehabilitation of existing areas and neighborhoods will be on-going. This Housing Plan as well as the Quality Housing Plan (attached), demonstrates the City's commitment to providing and preserving a variety of housing types and price levels to house existing and future residents.

Affordable Housing

The Metropolitan Council has forecast affordable housing needs for all cities and townships within the Twin Cities Metropolitan Area for the period from 2011-2020. The housing plan element of local comprehensive plans is required to reflect the allocated portion of the forecasted demand for affordable housing. The City of West Saint Paul's share of this allocation is 104 affordable housing units.

The City of West Saint Paul has identified areas to accommodate the Metropolitan Council's allocation of 104 affordable housing units from 2011-2020. The City will provide opportunities for affordable housing through the redevelopment of vacant or occupied land at higher densities to accommodate the 104 units.

The areas to accommodate the affordable housing allocation are located in an R-4 Multiple Family 3-16 Unit Residential District, a B-4 Shopping Center District (Signal Hills), and the B-5 Gateway North Mixed Use District. The R-4 District has a potential 10.5 acres to redevelop from 2011-2020. The B-4 and B-5 have a potential 36 acres and 15 acres to redevelop, respectively.

The possible density ranges for each district are as follows:

TABLE 17 - DENSITY RANGES TO ACCOMMODATE AFFORDABLE HOUSING ALLOCATION 2011-2020

District	Units Per Acre (Min to Max)	Potential Developable Acreage	Potential Minimum Units	Potential Maximum Units
R-4	7-46	10.5	70	483
B-4	15-30	36	540	1080
B-5	15-30	15	225	450
Total		61.5	835	1993

Livable Communities Act

West Saint Paul is an active participant in the Metropolitan Council's Livable Communities Act. The City, together with the Dakota County CDA has exceeded the life cycle allocation goals for West Saint Paul in affordability, life cycle and density categories.

LIVABLE COMMUNITIES ACT

West St. Paul		CITY INDEX	BENCHMARK	GOAL
Affordability	Ownership	87%	70 - 77%	Remain within or above benchmark
	Rental	52%	40 - 45%	Remain within or above benchmark
Life Cycle	Type (Non-single family detached)	49%	38 - 41%	Remain within or above benchmark
	Owner/renter Mix	58/42%	(64 - 72)/28 - 36)%	Remain within or above benchmark for rental
Density	Single-Family Detached	3.1/acre	2.1 - 2.9/acre	Remain within or above benchmark
	Multifamily	16/acre	10 - 15/acre	Remain within or above benchmark

6.3 Commercial

Description of Planned Commercial Land Uses:

Commercial: Uses that provide goods and services to the general public. Examples of Commercial uses include: retail sales, services, hotels/motels and all recreational services that are predominantly privately owned and operated for profit.

West Saint Paul is known regionally for the Robert Street commercial corridor. Robert Street has a full complement of retail goods and services available to local residents and surrounding communities. The mix includes one of the first mall type shopping centers, Signal Hills. Redevelopment of Signal Hills Shopping Center has been a priority for the City for a number of years. The mall has made some modest improvements, but it remains underutilized with large spans of unused parking and vacant buildings.

In the 1998 Comprehensive Planning Process, Robert Street redevelopment was identified as the public's highest priority regarding commercial land use in the City. In 2000 the City adopted a new Comprehensive Plan and the Robert Street Renaissance Plan which serve as a guide for new zoning ordinance standards. These standards raised the bar for construction materials and project design. The City has continued to implement the plans through ongoing zoning ordinance amendments and economic development incentives provided through the City's Economic Development Authority. Included in the vision are mixed land use opportunities, pedestrian spaces, entryway design components, trail alignments and lighting and signage details. The end product will be an improved streetscape, a continued regional presence with greater pedestrian accessibility and scale as well as a fully functioning transportation route.

The most noticeable change in the past decade is the redevelopment and development of large regional retail users along with ancillary retail. Lowe's, Menard's Wal-mart, Target, Petco, CVS and Rainbow have all brought regional draw to the area and have developed in a manner consistent with the upgraded zoning standards implemented in 2000. The regional draw has brought new quality restaurants and other retail users. The commercial core along Robert Street will continue to evolve and change over the next two decades as the consumer market changes. This provides an opportunity for the City to guide the redevelopment process toward an end product that is both functional and an aesthetic asset for the community.

Another noticeable change is the signage along Robert Street. Sign ordinance changes along with strict enforcement through City Staff as well as Planning Commission and City Council, have contributed to the transformation in the streetscape along Robert Street. Once thought to be a long and arduous process, the positive effects have been seen within the past 10 years. The City will continue to improve the streetscape and identity of the Robert Street corridor.

6.4 Industrial

Description of Planned Industrial Land Uses:

Industrial: Lots or parcels used primarily for manufacturing and/or processing of products, assembly, warehousing, and similar operations. Industrial land uses may be categorized in two groups; high performance industrial (light industrial) or medium performance industrial (general industrial).

The original 1963 Comprehensive Plan provided for extensive industrial development in two locations. Only one of these took shape (southeast sector), and large scale rezoning from industrial to multiple family housing occurred over the years. Currently, less than four percent of total land in the City is zoned for industrial use, of which one-half is developed for such use.

The amount of land presently zoned for industrial use should be maintained to assure an adequate non-residential tax base and to provide additional convenient employment opportunities for City residents. The City will continue to encourage future industrial development in industrial park areas of the City.

6.5 Mixed-Use

Description of Planned Mixed Use Land Uses:

Mixed Use: Lots or parcels consisting of commercial land uses, multiple-family residential land uses, or a combination of both. Planned ratio is 50% commercial, 50% residential. Densities of 15-30 multi-family units per acre is forecasted.

Adopted in 2006, the Gateway North Mixed-Use District converted 17.3 acres of exclusively zoned commercial land adjacent to Robert St (Butler north to Annapolis) to Commercial/Mixed-Use.

The City anticipates future redevelopment within the district, more specifically targeting the redevelopment of street corners as well as the redevelopment of the '900 Block'.

6.6 Public/Semipublic

Description of Planned Public/Semipublic Land Uses:

Public/Semipublic: Primarily religious, governmental (i.e. City Hall, Public Works garage), educational, cemeteries, social or healthcare facilities (excluding clinics)

Public uses included all sites and facilities owned by a governmental entity, except those uses designated as parks. Examples include schools, libraries, government buildings and other land that is used for a public purpose such as water towers or reservoirs. Land uses classified as Semipublic are facilities that serve large portions of the population and are not operated as commercial businesses. Semi-public facilities may or may not be open to the public. Examples include churches, cemeteries and parochial schools.

The parcels designated as Public/Semipublic on the Proposed Land Use Plan Map are those Public/Semipublic land uses that are anticipated to remain as a fixture in West Saint Paul. For the most part, the designated parcels match the Existing Land Use Map.

6.7 Parks, Open Space and Natural Environment

Description of Planned Parks and Open Space Land Uses:

Parks & Recreation: Primarily public active recreation activities improved with playfields/grounds or exercise equipment, golf courses, zoos, or other similar areas.

Water: Permanently flooded open water, rivers and streams, not including wetlands or periodically flooded areas.

Although virtually fully developed, the City of West Saint Paul still contains a significant amount of natural beauty and resources, primarily within the south central and southwest parts of the City. It is intended that these significant environmental resources are preserved to the greatest extent possible. To that end, the City has established an environmental advisory committee. The powers and duties of the Environmental Committee are established as follows:

1. To perform fact-finding tasks as requested by the Council, Commissions or Committees.
2. To act in an advisory capacity to the City Council, Planning Commission or other West Saint Paul committees as the Council deems appropriate.

3. To cooperate and create liaisons with other governmental agencies, community organizations, private sector businesses, non-profits, educational, and civic groups to foster cooperation.
4. To develop and maintain a long term urban forestry plan.
5. To maintain a City website presence that informs citizens about environmental issues in the City of West Saint Paul and other jurisdictions.
6. To recommend sustainable and environmentally sound practices and sponsor seminars for the same including lawn care, rain gardens, native plantings, housing and consumption.
7. To review City facilities and practices for environmentally sound and sustainable best practices including rain gardens, erosion control and native plantings.
8. To sponsor community training and education opportunities.
9. To research and apply for grants and funding opportunities.
10. To promote the general welfare of the City.
11. To appoint subcommittees. The Committee may enlist the assistance of people or organizations that are not members of the Committee. The Committee does not have the power to make contracts, levy taxes, or spend or borrow money.
12. Others as set by the Council and Committee.

The City's natural resources are extremely valuable for both functional and aesthetic purposes. For example, wetlands serve as natural storm water retention areas during runoff periods. They also serve as natural habitat for numerous species of plant and animal life. In relatively recent years, their positive influence on residential environments has been recognized. This combination of functional as well as aesthetic values can be applied to most other environmental resources, including wooded areas and concentrated areas of steep slopes. The City has recently adopted a tree preservation and replacement ordinance for wooded areas.

Minnesota's waters have been grouped into two categories for purposes of regulations encouraging wise use and development for many types of water basins and watercourses. The waters involved have been classed as "Public waters" or "wetlands" depending on size, physical characteristics and ownership of surrounding lands. Any person, agency or organization proposing to change the course, current, or cross-section of Minnesota's public waters or wetlands, must obtain a permit from the Department of Natural Resources (DNR).

The DNR has also developed standards and criteria for the management of shoreland areas, adjacent to some of the public, waters and wetlands described above. The City of West Saint Paul administers and enforces shoreland management ordinances adopted in compliance with these standards and criteria.

Shoreland is defined as land located within 1000 feet from the ordinary high water mark (OHW) of a lake, pond or flowage; and 300 feet from a river or stream. DNR's classification system in order of least restrictive to most restrictive is:

1. General Development: shore presently developed for commercial, industrial or high density residential use.
2. Recreational Development: shores presently developed for medium density residential use with or without limited service-oriented commercial activities.
3. Natural Environment: shores presently developed for low density residential use.

Low Impact Development (LID) and Sustainable Development

The City supports development and redevelopment that is sensitive and has a low impact on the environment. New development/redevelopment is required to meet the new stormwater management ordinance and policies to improve water quality and effective conservation of the community's water resources. Low impact forms of stormwater management may include buffer strips, rain gardens, infiltration ponds and drainage swales. New developments are encouraged to consider sustainable green building design, conserve valuable energy and environmental resources and protect air and water quality for future generations. The Minnesota sustainable Design Guide published by the University of Minnesota College of Design and the standards through the US Green Building Council's Leadership in Energy and

Environmental Design (LEED) program can help guide the creation of municipal programs that facilitate the community-wide application of sustainable design practices. This information can be accessed through the following web sites:

www.sustainabledesignguide.umn.edu and www.usgbc.org